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Wyoming Governors' messages to the Legislature

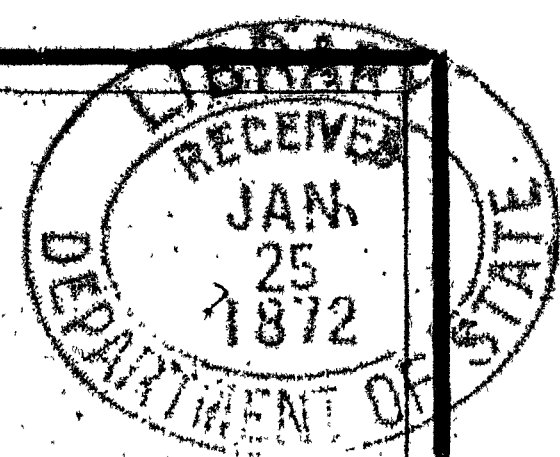
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MESSAGE

OF

GOVERNOR CAMPBELL

TO THE

SECOND LEGISLATIVE ASSEMBLY,

OF

WYOMING TERRITORY,

CONVENED AT

CHEYENNE, NOVEMBER 7TH, 1871.

N. A. BAKER, PRINTER,

EVENING LEADER OFFICE, CHEYENNE, WYOMING TERRITORY.

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301
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GOVERNOR'S MESSAGE.

Gentlemen of the Council

and of the House of Representatives:

It is with feelings of more than ordinary gratification that I again meet the Representatives of the people of Wyoming. Since the adjournment of the last Legislative Assembly much has been done towards the development of the resources of our Territory, and many discoveries have been made which give rich promise for the future. But much remains to be done, and with you rests the responsibility of framing laws and adopting such other measures as will further the best interests of the people of a future State and add another bright star to our political galaxy. You have the example of other States and Territories, and the experience gained in the two years of our own organization, to guide you, and I am confident your action during the present session will demonstrate that these examples and this experience have not been lost upon you, but will be made manifest by such measures as will redound to the benefit and permanent good, not of any particular person or association, but of the whole people of the Territory, and through them to the citizens of our common country, all of whom have an interest in our fertile plains and valleys and rich mines.

I desire briefly to call your attention to some facts in relation to our Grazing interests, Mining resources, and other elements of wealth and prosperity which have been made manifest, and with regard to which legislation is necessary, and which should be borne in mind in all measures for the advancement of the interests of the people.

GRAZING.

It would seem almost impossible to place too high an estimate upon the grazing lands of our Territory. We have an area of 98,033 square miles, or 62,741,120 acres, more than two-thirds of which—territory equal in extent to all the New England States—seems specially adapted by every peculiarity of soil and climate for pastoral pursuits. Already the attention of the whole country has been attracted to these vast grazing-fields. Dairy-farms have been established which are proving greatly remunerative to those whose enterprise has led them to engage in this department of industry, and have demonstrated beyond a doubt that our Western Plains are destined ultimately to supply the demand of the whole country for butter and cheese. Vast herds of cattle have been and are being pastured upon the succulent and nutritious grasses of our plains, and shipped as beef to the eastern and western markets. Thousands of pounds of wool have been already sheared, and millions of pounds will in the future be taken from the sheep that have here immunity from disease, and find in our climate and on our soil all the requisites for their fullest development and most rapid increase. In short, every experiment connected with grazing has proved an unqualified success, and made manifest the fact that upon the encouragement and proper protection of the grazer and shepherd, much of our future prosperity will depend. It rests with you to enact such laws as will provide ample security for graziers, and, by protecting herds and flocks from stealing or malicious mischief, and from the introduction of diseased animals into the Territory, encourage the development of this industry to its fullest extent. In furtherance of this object, I would suggest the adoption by your honorable body of a memorial to Congress praying for the passage of a law providing for the graduation of the land in the Territory that is neither mineral nor agricultural, and fixing such a price on it as will justify those interested in purchasing the land for stock-raising and grazing purposes.

MINERALS.

I have found it impossible to obtain any definite and reliable estimate of the yield of the mines of precious metals in the Territory. The Indian raids in the spring of last year and the subsequent excitement caused by the discovery of silver mines in another portion of the Rocky Mountain country, have prevented the working of the gold mines in the Sweetwater district as extensively as they would otherwise have been. In all cases where these mines have been perseveringly and intelligently

worked the miners have been well repaid for their labor. Foreign capital is now being enlisted to aid in their development with most favorable results, and there is every indication that the future will show a vast increase in the yield of these mines.

Within the past few months there have been discovered, in a direction southeast of the Sweetwater mines, and some fifty miles north of Rawlins Springs, outcroppings of gold and silver ore, with other indications of an exceedingly rich mineral region. Experienced miners who have carefully prospected this section, and worked it to some extent, all bear witness to this fact, and predict that at no distant day it will prove one of the most important gold and silver-bearing districts in the Rocky Mountains.

All through the range of the Black Hills, in the eastern portion of the Territory, are found immense deposits of iron ore of the purest quality that has ever yet been discovered on this continent. Near Evanston, on the western borders of the Territory, other deposits have been discovered. In juxtaposition with these deposits of iron ore at Evanston are the Evanston coal mines, on the western borders of that vast coal-field which extends some three hundred miles from east to west, and probably from the northern to the southern boundary of the Territory. On account of the absence of coal from the country east of Wyoming, as far as the Missouri river, and west to the Pacific coast, all of which country must be supplied from the Wyoming mines, together with the vast quantities that must be consumed in manufacturing the iron taken from our hills, it would seem to me that we shall have a market for all that can be mined in the Territory.

In addition to the minerals that I have enumerated, new discoveries are being constantly made of other minerals which have been hidden in our hills for untold centuries. Gypsum, lead, copper, cinnabar, graphite, and the greater part of the principal products of the mineral kingdom, are found in different localities in the Territory, and there is a growing and well-founded belief that we are living in one of the richest mineral regions on the continent.

It would be a great benefit to our prospectors and miners, and aid materially in the development of our resources, if assays could be more readily procured of the minerals that are from time to time discovered. The distance that our prospectors are compelled to send for assays, and the expense attendant upon procuring them, frequently deter discoverers of minerals from properly testing them, and I have no doubt that from

this cause many valuable discoveries are lost to us. It is, in my opinion, worth while for you to inquire whether it would not be a judicious economy to provide by law for the appointment of a Territorial Assayer, to reside at some convenient and accessible point in the Territory, whose duty it should be to assay samples of such minerals as are discovered in the Territory, charging for his services a fee merely sufficient to cover the expense of assay, and having a salary paid from the Territorial Treasury.

AGRICULTURE.

While I believe it is true that our grazing and mineral lands are in the future to form our greatest sources of wealth as a Territory, there is no doubt that the farmers in our river valleys can, by a judicious system of irrigation, reap rich rewards for their labor. The cereals have been grown to advantage in many of the river valleys, and the soil and climate are very favorable to the cultivation of roots and vegetables. It is certain that the supply of food demanded by the graziers, miners and other inhabitants of our Territory can be raised on our own soil.

PUBLIC LANDS.

Since the last meeting of the Legislature a Surveyor-General and Land Officers have been appointed for Wyoming, and they have entered upon the discharge of their duties.

I am informed by Hon. Silas Reed, Surveyor-General, that the total number of acres surveyed in the Territory is 1,861,215. These lands are, with the exception of a few thousand acres, all within the twenty-mile limit of the Union Pacific Railroad land grant, and are distributed in the counties and valleys as follows:

Laramie County—In the valleys of Crow and Lodge Pole Creeks.....	800,000 acres.
Albany County—In Laramie Plains.....	717,000 "
" " On Laramie Mountain.....	92,000 "
Carbon County—In valleys of Rock Creek and Medicine Bow River	160,000 "
Uipta County—In Bear River Valley	92,000 "

The surveys into sections and townships now extend from Pine Bluffs to five miles west of Carbon, on both sides of the railroad, except on top of Laramie Mountain, where only township lines are run along the mountain.

Although the land has been but a short time subject to entry, the number who have already pre-empted or entered lands as homesteads affords gratifying evidence that the permanent settlement of the Territory is progressing favorably.

INDIANS.

A question of the greatest importance to us is our relations with the Indians, whose homes—so far as they can be said to have homes—are in this Territory. Under the wise and just policy of the present Administration we have been entirely free from Indian raids during the present year. While it is doubted by some persons whether any permanent peace can be secured with the Indians that is not founded upon the respect which they will have for those only who have completely subdued and conquered them, it must be admitted that, thus far, the peace policy has produced very encouraging results.

In the latter part of March of last year a raid was made by a party of Indians on the Sweetwater mining settlement, and eight citizens were murdered by them, and a number of horses and cattle stolen. The citizens of Sweetwater, having what they deemed conclusive evidence that the murders were committed by the Arapahoe tribe, organized a party of armed men to retaliate. This party met and killed some ten or twelve of the Arapahoes, but the tribe, becoming alarmed, effected their escape. Whether the citizens were right in attributing the murder of their neighbors to the Arapahoes, there is no means of ascertaining, but it is certain that, since the punishment of that tribe, there have been no further raids on the settlement.

Directly north of the Sweetwater district is the Shoshone Indian Reservation, a tract of land comprising within its limits several river valleys of arable land, easily susceptible of irrigation. The citizens of Sweetwater have been anxious to secure an abandonment by the Indians of the Little and Big Papo-Agie rivers, in the southern portion of the reservation, in order that they might raise in them grain and vegetables for their subsistence. Upon a representation of these facts to the Honorable Secretary of the Interior, I was authorized by him to treat with the Shoshones for the surrender of the desired territory, and to cede to them, in lieu thereof, a corresponding portion of land north of their reservation. In pursuance of this authority, I met the chiefs and headmen of the Shoshones, and communicated to them the desires of the people, and the consent of the authorities at Washington, for the Indians to enter into the contract. They would not, however, consent to the exchange except upon conditions which I was not authorized to grant, and the reservation remains as originally formed. I am still in hopes something may be done by which the citizens will be enabled to acquire a title to the lands they at present occupy, and those which they desire to settle upon in the valleys.

The northeastern portion of the Territory is the favorite haunt of the Northern Cheyenne, Northern Arapahoe and several bands of the Sioux tribe of Indians. These lands comprise some twenty thousand square miles of territory, which is traversed by several rivers and their tributaries, whose fertile valleys, if properly cultivated, would yield subsistence to civilized people many times the number of the non-producing savages now occupying it. A temporary agency has been established for these Indians on the North Platte River, near Fort Laramie, but it is the desire and intention of the Government to have them—as soon as possible without jeopardizing our peaceful relations with them—removed to the reservation set apart for them in Dakota and to establish their agency on the White River in that Territory. When this is done, and the Indians are compelled to remain on their reservation, we can hope for permanent peace with them, and not before. Then miners will feel secure in their prospecting, and graziers and other settlers know that their lives and property are safe. And the opening to settlement of the northeastern portion of our Territory—an area equal in extent to several of our States—would prove of incalculable value to us commercially and add greatly to our wealth as a Territory. I would advise that Congress be memorialized on this subject.

MILITIA.

I desire earnestly to invite your attention to the imperative necessity that exists for the passage of a militia law. For some reason this very necessary measure was not acted upon at the last session of the Legislature, and our citizens were consequently left without authority of Territorial law for any armed organization for protection against the Indians. In April of last year, immediately after the raid on the Sweetwater settlements, acting under the authority conferred upon me by the Organic Act of the Territory, as commander in chief of the militia, I issued an order dividing the Territory into three militia districts, appointing a colonel to command in each one, and investing him with authority to organize a regiment from the citizens within his command. Preliminary measures were taken to effect these organizations, and I have no doubt that, had there been occasion, a sufficient number of citizens could readily have been enlisted to protect the homes and property of the people of the Territory.

At my request, a number of stand of arms were furnished by the military authorities for the use of the Territory, and these arms have been distributed in the Sweetwater region, that being the section most liable to Indian incursions. The arms were distributed through the

County Commissioners, but should be under the control of some regularly appointed officer of the militia. And I trust that such laws will be passed during your present session as will enable the Executive to take some definite action in relation to this and other matters affecting the militia.

THE MILITARY.

Our citizens have reason to be grateful, not only to the Indian Department for its earnest efforts to preserve peace with the Indians, but also to the commanding officers of the military forces stationed in the Territory, for their promptness in coming to our assistance whenever there appeared to be occasion for it, and the vigor and energy they have displayed in guarding against and preparing to meet all threatened Indian attacks. Within the past two years a permanent military post has been established in the Sweetwater mining district, near Atlantic City, and the military have been at all times promptly sent to points where danger was apprehended. Nothing seems to have been left undone that would add to the security and protection of the people.

ENFORCEMENT OF LAWS.

It is a matter of pride and congratulation that in our new Territory the tone of society is such that crime meets with no toleration whatever, and the laws are so faithfully enforced by the Courts that there is no longer any excuse for the formation of vigilance committees, as was the case previous to the organization of the Territory. Although these self-constituted committees for the enforcement of order and the punishment of crime had been common, there has not been a single instance of unlawful punishment of crime since our Territorial organization was effected. This fact speaks volumes for our people. It is an evidence of that love of order and organized government inherent in American communities. Among the most potent auxiliaries in bringing about this state of affairs are the churches and school-houses which have been erected in so many places throughout the Territory. The churches are educators alike of old and young. The moral influences they exert in an unformed and growing community cannot be over-estimated.

I respectfully invite your attention to the report and recommendations of the Superintendent of Public Instruction for information in reference to our educational interests. I do not doubt that the schools will receive from you that liberal support and encouragement which they deserve, and which has always been accorded them by American legislators.

FEES OF COUNTY OFFICERS.

One of the most important matters which will come before you for consideration will be the large fees paid under our present laws to the several county officers throughout the Territory. The pay attached to these offices is altogether disproportioned to the amount of labor performed or responsibility incurred. The duties of the county officers have, I believe, as a rule, been intelligently and faithfully performed, but, in view of the interest which all good citizens have in the faithful execution of the laws, there need be no apprehension that competent men cannot be induced to perform the duties of the offices at such decreased salaries as you may deem sufficient. The large amount that could be saved to the Territory, by a judicious reduction of the fees and salaries of county officers might be advantageously employed for the good of the whole Territory in supporting schools, disseminating information in relation to our resources, and in other ways made to return, by increasing our comforts and extending our business, more than four-fold the amount paid. The greatest good to the greatest number demands that this matter be remedied. At present nearly fifteen *per centum* of the revenue is absorbed before it reaches the Treasury, in paying the expenses of assessing and collecting it. The system of paying the salaries of public officers by fees is unwise and impolitic, and should be avoided in all cases where it is not absolutely impracticable. As near as possible, all moneys collected from the people by taxation should be paid into the public treasury and each official paid therefrom a certain salary fixed by law. Such a course will enable the people to see exactly what amount is collected from them and how it is expended. And it would, at the same time, remove temptations for exaction and imposition on the part of officials. The Treasurer is the only one of the Territorial officials whose salary is in part paid by fees, and I would respectfully recommend that, in his case, so much of the law organizing the Treasury Department as gives the Treasurer a certain *per centum* of the taxes collected, be repealed and a definite amount appropriated for his salary.

IMMIGRATION.

While I am decidedly opposed to any unnecessary multiplication of offices, I cannot but renew the recommendation contained in my last message for the passage of a law providing for the appointment of a Commissioner of Immigration and Statistics. If this is still deemed unnecessary and impracticable, I would most earnestly advise that a sufficient sum be appropriated to be expended for the printing of pamphlets

and spreading abroad information in relation to the Territory. By this means I am confident that capital and an increase of immigration would be attracted to our Territory, which would render certain a return far greater than the amount expended. All the wealth of our plains and valleys, and in our hills, will continue to be of as little value to the world as it has been through the ages that have passed unless the laborer and capitalist are persuaded that their investments are sure of a return. It is for this reason that I desire the appointment of a Commissioner, who will, in an authoritative form, give to the country reliable statistics in regard to the extent and variety of our resources.

PENITENTIARY.

At the last session of the Legislature a memorial was adopted petitioning Congress for an appropriation for the erection of a Penitentiary in the Territory. I am pleased to inform you that Congress has acted favorably on the petition, and the building is now under contract, to be erected near Laramie City, on the site selected by the Commissioners of the Penitentiary appointed under the act of the Legislature. It is thought by the Superintendent of Construction that the building will be ready for the safe keeping of criminals within less than a year. This will be of great benefit to the Territory, and will relieve the Treasury of a heavy burden which it now has to bear in the mileage of officers and transportation of prisoners. I would suggest the propriety of providing by law that, when the Penitentiary is finished, all offenders who may be convicted under the Territorial laws, shall be incarcerated in it. Under the provisions of a general law passed by the last Congress the Penitentiary will, after its completion, be controlled exclusively by the United States.

INTOXICATING LIQUORS.

The expenses of the Courts in conducting criminal prosecutions for offenses against the Territorial laws during the past two years, have absorbed a large share of the revenue collected. I have been assured by officers of the Court that in every case that has been tried, in at least one of the counties, the origin of the crime could be directly or indirectly traced to the use of intoxicating liquors. I believe that a close investigation would show that at least nine-tenths of the crimes in the Territory can be traced to this cause. No comments of mine can add weight to the terrible significance of these facts. The remedy is at least partially in your hands, and I trust you will not hesitate to meet faithfully and fearlessly the responsibility. If it is impossible to pro-

hibit or restrict the sale of intoxicating liquors, it is at least practicable to compel the vendors to make some return to the Treasury for the expense they cause.

GAMBLING-HOUSES.

I desire to invite your attention to the law passed by the last Legislature providing for licensing gambling-houses. I hope it will be repealed. We cannot afford to legalize vice. While we may be unable to prevent gambling and other vices in our midst, we can at least pay the compliment to virtue of endeavoring to do so.

WOMAN SUFFRAGE.

There is upon our statute-book "an act granting to the women of Wyoming Territory the right of suffrage and to hold office," which has now been in force two years. Under its liberal provisions women have voted in the Territory, served on juries, and held office. It is simple justice to say that the women entering, for the first time in the history of the country, upon these new and untried duties, have conducted themselves in every respect with as much tact, sound judgment, and good sense, as men. While it would be claiming more than the facts justify, to say that this experiment, in a limited field, has demonstrated beyond a doubt the perfect fitness of woman, at all times and under all circumstances, for taking a part in the government, it furnishes at least reasonable presumptive evidence in her favor, and she has a right to claim that, so long as none but good results are made manifest, the law should remain unrepealed.

JUDICIAL DISTRICTS.

The Legislature, at its last session, changed the judicial districts of the Territory in such manner that the amount of labor required of the judges in the districts, as now constituted, is very unequal. I would respectfully recommend a revision of the districts, and a return to the organization originally established, in order that the labor and responsibility of the judges may be more nearly equalized.

NOTARIES PUBLIC.

Under the present law, the Governor can appoint but four notaries public in each county. While this number would be sufficient for the transaction of all the business, provided our population was concentrated, in the present widely-separated condition of the settlements in the several counties, greater latitude should be permitted the Executive in making appointments of notaries, in order that all the people may be accommodated.

CHARITABLE PURPOSES.

No provision has been made by law for the subsistence or education of the deaf and dumb and the blind, who are or may become citizens of the Territory, nor has any provision been made for the maintenance and safe keeping of the insane. It was evidently the intention of the last Legislature to provide for these unfortunate classes, for a law was passed authorizing their transportation, at the expense of the Territory, to an asylum, but no authority was given to any officer of the Territory to negotiate for their education and maintenance. Several cases of great hardship, resulting from this state of affairs, have been reported to me. I trust that you will carry out the intention of the last Legislature.

TERRITORIAL LIBRARY.

I desire to renew the recommendation contained in my last message for the passage of a law providing for the appointment of a Librarian, and the establishment of a Territorial Library. Congress, at its last session, appropriated a sum sufficient for the purchase of a Law Library, and for its transportation to the Territory. This Library is now at the Capital, but in a very insecure place, and under the control of a person not in any way legally responsible for its safe keeping. There is also a large number of miscellaneous books which have been sent to the Territorial Library by the Secretary of the Interior, together with other books which have been sent to the Territory from time to time from the States and other Territories. I hope that an appropriation will be made of a sum sufficient for all legitimate Library expenses for the ensuing two years.

FINANCES.

Although the utmost economy has been observed in the management of the Territorial finances, the accounts of expenditures presented to the Auditor exceed the revenue some five thousand dollars. This arises partly from the fact that we have been compelled to meet the expenses of two years with the revenue of one. In order to meet the estimated expenditures for the ensuing two years, it may be necessary to increase the amount of taxation levied for Territorial purposes; but it is my impression that the amount already assessed will be sufficient, provided it is more equitably distributed by the appropriation of a less amount for county, and a greater sum for Territorial, purposes.

It has been the desire and endeavor of all those who have had control of the Territorial finances to use the most rigid economy in the

disposition of the funds placed in their hands. I trust that all their efforts will be seconded by the Legislature, and that you will avoid all unnecessary expenditures and wasteful appropriations. The amount realized to the Treasury from taxation is not large, and it is only by the most rigid economy that it can be made to suffice for the legitimate and necessary expenses of the Territory. The people will cheerfully submit to all necessary taxation, but they at the same time demand that the money which they pay for the support of the government shall be judiciously and economically expended.

GENERAL LEGISLATION.

I would urge upon you the importance of proceeding with the work before you as speedily as is consistent with a proper consideration of all subjects that are presented for your action. Your session is limited by law, and while the time is sufficient, if properly employed, to perfect all needful legislation, it will not permit any unnecessary delay. I hope that you will avoid the necessity that so often exists for hasty and crude legislation during the last days of the session, and that the day of adjournment will find you with your work all done, and well done. Be assured that I shall consider it no less my duty than my pleasure to assist you in any way in my power in disposing of the business that may come before you, and in all your measures for the advancement of the interests of the people.

CONCLUSION.

In conclusion, I cannot but congratulate you on the improved and improving condition of affairs throughout the whole of our common country. It is true that a terrible disaster has befallen our fairest western city, the one with which our interests and the interests of the whole west are so closely identified as to make it appear almost as if each one of us had suffered a personal loss. But the generous sympathy of the people of the whole world has been so nobly manifested as to make us to-day prouder than ever before of our common humanity. The wealth of the people is steadily and rapidly increasing, while the debt incurred to preserve the life of the nation is as steadily and certainly diminishing. The scars caused by the war have almost entirely disappeared, and only its blessed results of increased freedom and prosperity at home, and increased respect abroad, are seen and felt. A National Administration, which has enjoyed the confidence of the people to a most unusual degree, has proved worthy of that confidence, and is receiving, wherever the people have opportunity to endorse it, renewed evidence

of their approval and support. Let us keep step with this ever-forward march, and with a firm reliance on that Infinite Power, in whose hands are the destinies of all human governments, let us begin our labors, trusting that He will guide us aright.

J. A. CAMPBELL.

EXECUTIVE OFFICE, CHEYENNE, 7th November, 1871.